

Fiscal Year 1987

State Library of Massachusetts
State House, Boston

98th
**Annual
Report**



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Massachusetts
Board of Library
Commissioners

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State Library of Massachusetts
State House, Boston

Ninety-Eighth Annual Report
of the
Massachusetts Board of Library Commissioners
Commonwealth of Massachusetts

Fiscal Year 1987

July 1, 1986 to June 30, 1987

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1986-1987

Board of Library Commissioners

Term

1978-1988 **Samuel Sass**, Pittsfield, *Chairman*

1978-1988 **Joan Rosner**, South Hadley, *Vice-Chairman*

1981-1986 **Martha G. Edmondson**, Brookline, *Secretary*

1985-1990 **Dorothy A. Dunn**, Bridgewater

1984-1989 **Timothy Mantalos**, Brockton

1984-1989 **Kevin Moloney**, Boston

1985-1988 **Ann Murphy**, Boston

1984-1988 **William O'Neil**, Worcester

1984-1988 **Solomon Rosenbaum**, Fitchburg

Professional Staff

<i>Director</i>	Roland R. Piggford
<i>Business/Personnel Manager</i>	Irene S. Levitt
<i>Head, Library Development and LSCA Project Director</i>	Robert Dugan
<i>Consultant for the Blind and Physically Handicapped</i>	Sarah K. Person
<i>Consultant for Services to the Unserved</i>	Shelley Quezada
<i>Coordinator, Non-Print Media Services</i>	Louise A. Kanus
<i>Audiovisual Technician</i>	Richard Taplin
<i>Government Information Specialist</i>	Maureen Killoran
<i>Head, Planning and Research</i>	Robert Dugan
<i>Planning and Research Specialist</i>	Mary A. Litterst
<i>Programmer</i>	P. Betty Wei
<i>Coordinator, Library Incentive Grants and Certification</i>	Janet Price
<i>Technical Services Librarian</i>	Saundra J. Haley
<i>Reference Librarian</i>	Brian Donoghue
<i>Consultant for Library Construction</i>	Thomas Ploeg
<i>Federal Program Specialist</i>	Jane Ouder Kirk
<i>Special Projects Consultant</i>	Marcia Shannon
<i>Supervisor of Accounting and Payroll</i>	Sylvia Benskin, from 5/87

FINANCIAL STATEMENT

COMMONWEALTH OF MASSACHUSETTS IN ACCOUNT WITH THE BOARD OF LIBRARY COMMISSIONERS

July 1, 1986-June 30, 1987

Account No. 7000-9101

Appropriation for the Board of Library Commissioners

Personal Services	\$523,511.00
Expenses	193,250.00
TOTAL	\$716,761.00

Expenditures

Personal Services	\$518,652.00
Expenses:	
Travel	10,436.85
Printing & Advertising	4,903.89
Office Repairs & Replacements	12,362.29
Books & Related Materials	16,386.36
Office & Administrative Expenses	43,336.22
Rentals	88,126.44
Expenses sub-total	\$175,552.05
TOTAL	\$694,204.05
Unexpended Balance	\$ 22,487.00

Respectfully submitted,
Roland R. Piggford, Director
Board of Library Commissioners

Financial Statement verified
March 2, 1988
by A. Gromczynski
for Rene J. Salvas, Acting Comptroller

FISCAL 1987 STATISTICAL SUMMARY

Appropriations and Allotments

State Appropriation for Board Administration	\$ 661,738
State Aid for Regional Public Library Systems	9,706,840
State Aid to Public Libraries	5,858,142
Additional State Aid to Public Libraries	1,500,000
Talking Book Library	138,000
State Competitive Grants To Public Libraries	5,000,000
Telecommunications	200,000

State Funds Sub-total	23,064,720
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Federal Funds Allotment for LSCA-Title I	1,836,780
Federal Funds Allotment for LSCA-Title II	504,367
Federal Funds Allotment for LSCA-Title III	414,437

Federal Funds Sub-total	2,755,584
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Grand Total State and Federal Funds	\$25,820,304
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Staff (FTE Positions)

Filled Positions:

Professional	15
Subprofessional and clerical	9
TOTAL	24

Certification Activities

Number

• Professional, on basis of graduation from ALA-accredited library school program	71
• Professional, issued on basis of reciprocity	0
• Subprofessional	67
• Provisional Subprofessional	119
• Replacements	5

Total number of certificates issued by Board of Library Commissioners during FY87	262
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Director's Report

Program Priorities Bring Revolutionary Response

On October 26, 1985 I received a letter from the Chairman of the Senate Committee on Ways and Means requesting that I submit "a short list of your agency's major program priorities, ranked in order of importance for fiscal year 1987." My response set forth the following priorities:

Program Priorities for FY 1987

- 1) Reform the existing one-dimensional, per capita state library aid structure to recognize state responsibility to:
 - a) provide compensatory aid to municipalities with limited revenue-raising potential
 - b) provide additional aid to those municipalities that provide library services to non-resident patrons to an extent not realistically covered by existing state aid and/or regional reimbursements
 - c) provide incentives to join computer-based resource sharing networks, particularly for smaller, less affluent and geographically remote municipalities.
- 2) If federal Library Services and Construction Act funds are withdrawn, establish through state appropriation competitive grant funding that can be targeted to specific program priorities and areas of need.
- 3) Strengthen the capacity of the Boston Public Library to fulfill its statutorily defined role as provider of reference and research services for all residents of the Commonwealth.

4) Strengthen the capacity of the other major urban resource libraries to provide reference and research services on a regional basis.

5) Develop, promote and coordinate appropriate public library based services to the blind, sight-impaired and physically disabled residents of Massachusetts.

Legislature's Response

Seldom has a legislature responded so definitively to an agency's program goals. Our total state appropriation rose from \$13.9 million for FY1986 to \$23 million for FY1987, an increase of 66%, and contained initiatives addressing each of the preceding priorities.

- *An appropriation of \$3 million in additional state aid was distributed according to a formula based upon the equalized valuation of taxable property.*
- *Budgetary language made it mandatory that municipalities report non-resident loan statistics to the Board of Library Commissioners as part of the annual report required by law.*
- *An appropriation of \$200,000 was used to help defray telecommunications costs incurred by membership in computer-based resource sharing networks.*
- *Even though federal Library Services and Construction Act funds were not withdrawn, the state budget provided a new and generous appropriation of \$5 million to fund a State Competitive Grant program.*

- *The allocation of funds for the Boston Public Library as Library of Last Recourse rose from \$2.6 million in FY1986 to \$3.5 million in FY1987.*
- *Although no separate appropriation was made to major urban resource libraries other than Boston, there were sufficient monies in the competitive grant program to provide such funds to Springfield and Worcester.*
- *A first-time appropriation of \$69,000 was made to the MBLC for support of the Subregional Library for the Blind and Physically Handicapped at the Worcester Public Library.*

With the single exception of the non-resident reimbursement proposal, each of the agency's priorities was funded in the BLC's FY87 budget.

Problem of Non-Resident Reimbursement

The non-resident reimbursement issue has been with us for many years. In 1958, on petition of the Mayor of the City of Boston (*et al.*), legislation was filed that would have provided non-resident loan reimbursements to Boston. Testifying in opposition before the Joint Committee on State Administration on January 26, 1959, the Secretary of the Board of Library Commissioners stated:

"Every city in the Commonwealth as well as many of the larger towns must cope with the problem of use of their public libraries by non-residents. The problem is not peculiar to the city of Boston. The Board of Library Commissioners is very much aware of the issue which is statewide, and has been studying ways and means of remunerating such communities for services offered to persons outside of their taxing limits."

Almost thirty years later, we are still studying it. In the interim, a survey of non-resident lending published by the Board in 1979 concluded:

"There is little logic in requiring that libraries serve an extralocal population as a condition of eligibility for a per capita grant based on local population. No other state aid grant has a comparable requirement.

"The impact of reciprocal borrowing on the heavy lending libraries is too substantial to be mandated without reimbursement. Even the most sympathetic of libraries and library boards must be influenced by the economic and political liabilities incurred."*

Those of us who have always held to the inherent legitimacy and fairness of such reimbursement are frustrated by our inability to see it realized.

Opposition has centered around two assumptions:

- Only a few municipalities would benefit.
- Only affluent municipalities would benefit.

These assumptions are held by many in the public library community and many members of the General Court. Both assumptions are false.

Our 1987 analysis of non-resident borrowing data leads us to believe that as many as 95 municipalities have non-resident loan volumes sufficient to justify reimbursement. While not a majority of municipalities, this number should be sufficient to form a political base. Also, data indicate that the assertion that such reimbursement would simply be another instance of "the rich getting richer" is more shibboleth than fact.

As the following graphs will illustrate, municipalities potentially eligible for non-resident loan reimbursement were analyzed in terms of three fiscal characteristics descriptive of their general fiscal health.

*Roland R. Piggford. *A Survey of Non-Resident Lending and Borrowing Activity in Massachusetts*. Board of Library Commissioners. Boston: 1979. pp. 148-149.

Fig. 1 PER CAPITA VALUE OF TAXABLE PROPERTY

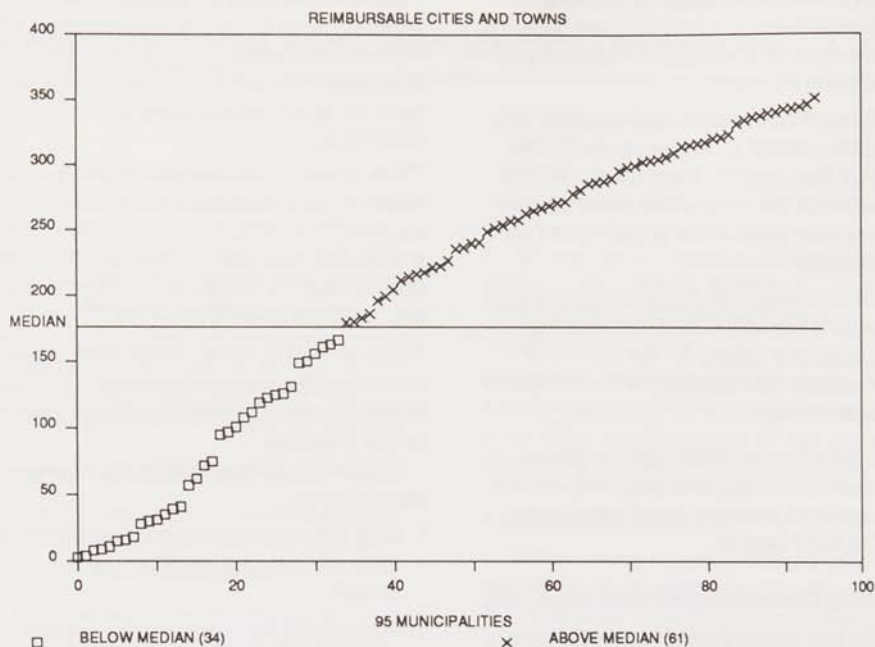


Fig. 2 FISCAL CAPACITY

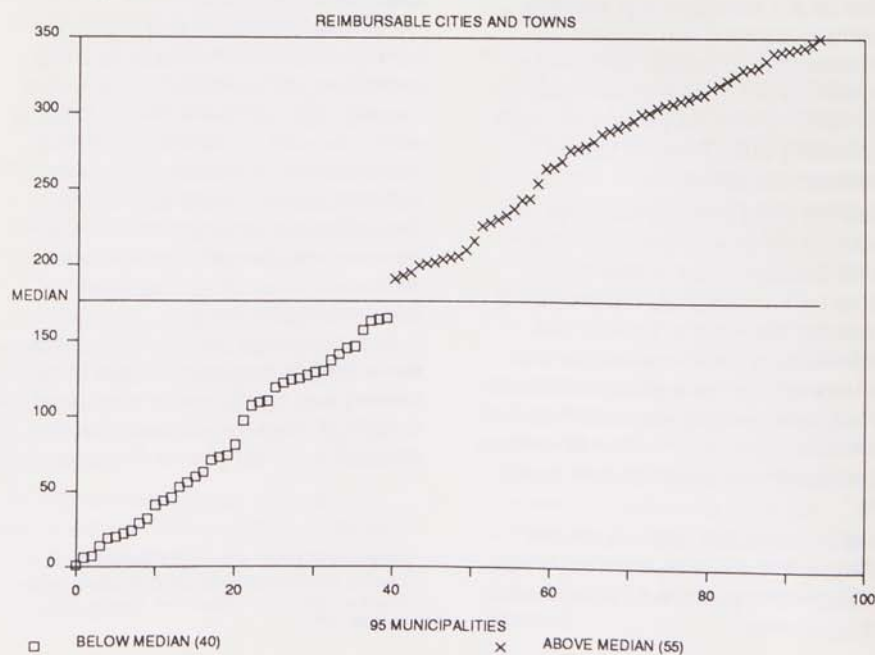
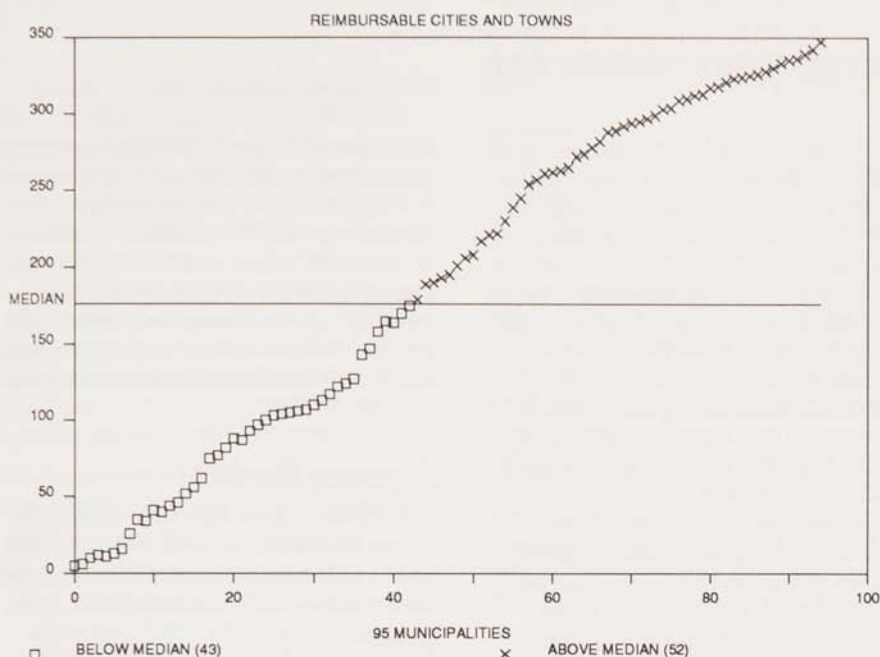


Fig. 3 LOW INCOME FAMILIES AS PERCENT OF TOTAL



Per Capita Value of Taxable Property

(See Figure 1.) These equalized tax base measurements are computed biennially by the Commissioner of Revenue. They are comparative measures of a municipality's ability to raise the local revenues from which library appropriations are made. Thirty-four potential reimbursement recipients rank below the statewide median (mid-point) with respect to this characteristic.

Fiscal Capacity (See Figure 2.) This index,

developed by the Massachusetts Special Commission on Tax Reform, utilizes fourteen variables, including property valuation, personal income, age of population, local expenditures per capita, employment categories, population growth, federal aid, etc. It measures the ability of municipalities to respond to budgetary stress. Forty potential reimbursement recipients rank below the statewide median with respect to this characteristic.

Low Income Families as Percent of Total

(See Figure 3.) A "low income" family is defined as a household having a combined income of less than \$10,000 annually, according to the U.S. Census. Fifty-two potential reimbursement recipients rank above the median with respect to the number of low income families within their jurisdictions.

Clearly, then, municipalities identified as potential reimbursement recipients represent a broad spectrum of economic conditions — the "haves" and the "have nots." We are hopeful that the evidence will help us dispel existing misconceptions and bring about state funding for this important purpose.

Roland R. Piggford
Director

Legislation for State Aid

Library Improvement Act

"An Act to Improve Public Libraries," a bill filed by Senate President William Bulger, unanimously passed the state Senate in May, 1986. Senator Bulger's legislation was based on a study of the conditions of public libraries in Massachusetts. This bill (**S.1746**) would provide \$45 million in state aid for capital improvements to public libraries, municipal equalization grants, additional assistance to public libraries for non-resident loan reimbursement, and a competitive grant program for innovative public library projects.

In September of 1986, the House Committee on Ways and Means redrafted *"An Act to Improve Public Libraries"* and combined the bill with a similar library construction bill filed by Representative Mary Jane Gibson of Belmont. In redrafting **S.1746**, the House deleted the non-resident borrowing aspect, which would have provided reimbursement to libraries serving a significant number of non-residents. A legislative subcommittee was formed by the Massachusetts Library Association to plan strategy on reinstating this important element of the legislation.

In October 1986, the House of Representatives attached a "rider" to the library legislation calling for construction of a sports complex on the Amherst campus of the University of Massachusetts. The Senate was unwilling to pass the bill as long as the sports arena was attached to it and the House refused to remove it. The impasse could not be breached and so **S.1746** died at the end of the 1986 legislative session.

In the 1987 legislative session, *"An Act to Improve Public Libraries"* was refiled by Senate President William Bulger, House Assistant Majority Whip Mary Jane Gibson, and Representative Joseph Hermann,

Chairman of the Joint Committee on State Administration. The bill had strong support in the legislature and in the library community. As of the close of FY1987, however, the House and Senate had each passed a different version of the bill. It remained for the differences to be worked out over the summer months with the hope that the bill would be signed into law by the autumn of 1987.

Agency Budget

While the Library Improvement Act has not yet been passed by the end of FY1987, certain of its provisions were, in fact, funded earlier by the legislature through the state budget process for the 1987 fiscal year. Thus, the first State Competitive Grant program, funded at \$5 million, was conducted in FY87. Likewise, the Municipal Equalization Grant program, funded at \$3 million, was initiated at the same time.

Regional Libraries

Another important library bill filed in the 1987 legislative session was **S.1272**, *"An Act to Increase State Aid for Regional Library Service,"* filed by Senator John Houston of Worcester. The regional library systems had not received an increase in appropriation since 1984. This bill remained in the Senate Committee on Ways and Means and was not expected to pass in the 1987 session due to the heavy focus on *"An Act to Improve Public Libraries."*

Municipal Equalization Grants

On July 10, 1986 the Governor signed the FY1987 state budget and established for one year, the FY87 Municipal Equalization Grant (MEG) Program. This was one component among the varied funding initiatives proposed in the separately filed Library Improvement Act (**S.1746**).

With a minimum appropriation of \$3,000,000, the legislature recognized for the first time the need for compensatory support for public libraries to supplement the flat and per capita state aid of the Library Incentive Grant Program.

"The MEG is designed to compensate for the disparities in municipal revenue-raising capability."

The purpose of the MEG was to begin to provide improved library service, resources and/or facilities in communities with limited revenue-raising capacity by awarding them proportionately more funds than are awarded grantees with greater revenue-raising capacity. In short, the MEG is designed to compensate for the disparities in municipal revenue-raising capability.

Requirements

According to the authorizing language, a municipality needed to give its library for FY87 an amount equal to the average it gave the library over the last three years plus an increase of 2.5% of that average.

The Board of Library Commissioners realized that this requirement was made after the start of the fiscal year and after the appropriations for the fiscal year had already been authorized. So as not to penalize municipalities that may not have been able to meet this new requirement on short notice, the Board authorized two other methods by which an applicant could meet the Municipal Appropriation

Requirement: 1) appropriate for FY86 rather than FY87, the average of the last three years plus a 2.5% increase, or 2) appropriate for FY86, the average of the last four years.

Grantees

All 331 applicants were awarded a grant. This represents 95% of all municipalities in the Commonwealth that have public libraries. Only 16 did not apply.

The Board's decision to implement the municipal appropriation requirement gradually by providing three methods of compliance was a factor that contributed to all applicants meeting or exceeding the requirement.

The grant program successfully reached communities that have not recently, or in some cases ever, received direct state aid. Twelve grantees who did not apply for a FY87 Library Incentive Grant (LIG) because they did not meet one or more of the minimum standards, *were* able to meet the municipal appropriation requirement and therefore qualify for the MEG Program.

Similarly, the program provided revenue to four communities that applied but did not qualify for a FY87 LIG. The MEG funds in those communities may be instrumental in enabling them to improve library services and qualify for future LIG funds.

Grant Awards

The amount of \$3,010,761.65 was distributed to grantees in varying amounts based on an adaptation of the same formula used to distribute proceeds from the State Lottery to cities and towns. The purpose of the formula in Chapter 58, sec. 18C of the Massachusetts General Laws is to distribute funds in inverse proportion to the relative wealth of the grantees as measured by equalized property valuation and population. In the Municipal Equalization Grant program, the purpose is to equalize, to some degree, the amount of money available to communities for developing library services.

How Grants Were Used

How the FY87 MEG funds were used varied as much as the 331 grantees. Some used the MEG to purchase library materials, microform readers, or computer-related services and equipment. Others paid for retrospective conversion of part of the collection, or for part-time salaries to staff for extended library hours, or to provide a basis for capital outlays, e.g. architect's plans, construction, or renovation.

As an example, North Adams used the \$18,000-plus grant to move the director's

office and remodel, carpet, and outfit the old office into a listening center with individual stations. Purchases included a VCR-TV set-up, record player, cassette player, slide projector and screen, a variety of AV materials including video cassettes, AV literacy materials and furniture to display the materials. In FY88 the library plans to build a Youth Library with MEG funds. In another library, the grant supplemented a local history project already funded by a State Competitive Grant. In yet another, it was used to build a children's restroom.

FY 1987 Municipal Equalization Grant Program

Statistical Summary

General Information

- 351 Cities and towns in the Commonwealth.
- 4 Ineligible to apply: 3 do not have a public library in operation; 1 does not have municipal funds for public library service.
- 347 Eligible to apply for Municipal Equalization Grant (MEG).
- 16 Did not apply for Municipal Equalization Grant.

MEG applications filed with the BLC

- 331 Applied for FY87 MEG.
- 319 Applied for both Municipal Equalization and Library Incentive Grants.
- 12 Applied for MEG only.
- 331 Certified and awarded MEG on the basis of meeting municipal appropriation requirement.

Financial Statement for MEG Portion of BLC Account 7000-9501

- \$3,010,761.65 FY1987 appropriation.
- \$3,010,761.65 FY1987 expenditure in three disbursements.

Disbursements to Cities and Towns

- \$3,010,761.65 Payments to 331 cities and towns.
 - \$2,992,409.17 Initial distributions to 331 municipalities.
 - \$2,619.48 Second distributions of not less than \$20.00 to 25 municipalities.
 - \$15,733.00 Third distributions of not less than \$20.00 to 184 municipalities.



Programmer Betty Wei

With the large increase in state aid monies that became available through the agency's FY87 budget appropriation, and with the prospect of more money coming from the pending Library Improvement Act, the need to re-examine the minimum standards for state aid eligibility became evident. A 16-member task force was formed consisting of the three regional administrators and public library directors representing a range of local populations, governance structures, revenue-raising capabilities, geographic areas and use patterns across the state. The objectives of the task force were twofold: 1) to develop recommendations for the revision of statutes defining categories of state aid and the conditions of eligibility for state aid, and 2) to develop recommendations for the revision of the regulatory structure implementing state aid legislation.

In order to gather input from the library community, the group held five forums in December in various locations throughout the state. Comments and concerns were recorded and added to those in writing. The topic most discussed at the forums was *Standard 5*, the eligibility requirement in the LIG program that says a certain percentage of the total library budget must be expended for books and periodicals. A variety of suggestions for modifying this and other requirements were offered by librarians and trustees participating in the forums.

The task force will take all of these ideas under advisement as it begins the complex work of preparing an initial draft of proposed revisions in the coming months.

FY1987 Library Incentive Grant Program

Statistical Summary

General Information

- 351 Cities and towns in the Commonwealth.
- 5 Ineligible to apply: 3 do not have a public library in operation, 1 is only open part of the year, and 1 does not have municipal funds for public library service.
- 346 Eligible to apply for Library Incentive Grants:
 - 267 Cities and towns with over 2,500 population.
 - 79 Towns with under 2,500 population.
- 27 Did not apply for Library Incentive Grants.

Applications Filed with BLC

- 319 Applied for grants during FY1987.
- 4 Denied grants by BLC.
- 315 Certified and awarded grants:
 - 305 Awarded on basis of meeting all statutes and regulations for the program.
 - 10 Awarded grants after special review by BLC.

Financial Statement for LIG Portion of BLC Account 7000-9501

- \$2,847,380.35 Appropriation for FY1987.
- \$2,847,380.35 Expenditure for FY1987.

Disbursements to Cities and Towns

- \$2,847,380.35 Payments to 315 cities and towns:
 - \$2,769,880.35 Payments to 253 cities and towns with over 2,500 population.
 - \$77,500.00 Payments to 62 towns with under 2,500 population.

10 Municipalities Certified Following Special Review by BLC

- 5 Personnel regulation concerning library director's qualifications.
- 3 Hours open regulation.
- 1 Books/periodicals expenditure, personnel for library director, and hours open regulations.
- 1 Books/periodicals expenditure and hours open regulations. (Participating in LIG Program for the first time.)

4 Municipalities Denied LIG Based on Noncompliance

- 4 Personnel regulation concerning library director's qualifications.

Public Library Construction

Last year's report ended with these words: "Great strides were made this year in the improvement of library facilities within the Commonwealth. Indications are that next year may be even more hectic!"

Little did we know how prophetic this was. At times it seemed that almost every public library in the Commonwealth was discussing or planning a construction or renovation project. After years of neglect, exploding populations and demands for new services, it has become evident that many of our present library facilities are clearly unable to support the services demanded of them by library patrons.

Over 347 of the state's library buildings were constructed prior to 1965. Considering the growth and changes in Massachusetts' population since that time, this explosion of interest is only reasonable. The need for improved library facilities was recognized by the General Court with the introduction last year of the Library Improvement Bill. Among its provisions is a \$35 million program to assist public library construction and renovation. The bill has enjoyed widespread support within the legislature and the library community. It has also provided the impetus for many municipalities to begin planning their library construction projects.

Federal Projects

During the year, several LSCA Title II projects were completed. The Town of Bourne finished renovating a former school building into a spacious and sun-filled new public library building. The opening of this new facility culminates many years of effort and tells a dramatic story of community participation and support. In the neighboring town of Mashpee, another new library facility opened to serve that community's expanding population. Its completion acknowledges the longstanding efforts of

the library trustees and building committee.

Salem Public Library completed phase one of its renovation program. After months of living in plaster dust, suspended stacks and other amazing construction phenomena, the library opened its new children's area. This project also made the library accessible to disabled persons with the addition of an elevator, ramps and new toilets.

Planning, the review of drawings, and construction continued at a number of other project sites being assisted by LSCA Title II monies. These included Ashburnham, Boston, Fall River, Franklin, Littleton, Wayland and Whitman. Each of these projects faced a unique set of circumstances that probably caused their directors and boards to wonder why they had ever started the project. Problems ran the gamut from delayed grants and high bids to costly winter construction conditions and the ever-present plaster dust which seemed to permeate both staff and materials.

During the year, another grant round was conducted for FY1988 Title II funding. In June, after a very competitive round, the Board voted provisional grants to the towns of Bellingham for a badly needed new library facility and Southborough for renovation of the existing building and the construction of an addition.

Assistance with Planning

The BLC staff has been closely involved not only with these recently funded projects, but also with an increasing number of municipalities who are just beginning to plan for improved library facilities. Because an ever higher level of sophistication is required to plan and implement library construction projects, the staff has endeavored to assist libraries by providing additional documentation, background materials and support.

Library Development

First State Competitive Grant Round

As part of the FY1987 state budget, the legislature and the Governor appropriated \$5,000,000 in state funds "for the purpose of making grants to public libraries for new public library projects." During July and August, agency staff developed the guidelines and procedures for administering the program and the grant round. Several types of projects were targeted to encourage grant applications in needed areas:

- a) microcomputers for non-cluster public libraries for resource-sharing purposes
- b) up to \$10,000 each for small libraries under 15,000 in population which had completed the *Options for Small Libraries* planning process
- c) \$200,000 each for Boston, Springfield and Worcester as Major Urban Resource Libraries
- d) literacy projects
- e) automated resource-sharing clusters
- f) a "general" category which encompassed almost any type of project including library cooperatives which were not clusters.

Grant application packets were mailed to every public library in late August, 1986 with a due date of October 1, 1986. Two hundred and thirteen grant proposals were received. Staff reviewed each grant and entered relevant data into a computer database constructed solely for this

program. The Statewide Advisory Council on Libraries (SACL), increased in membership to include the three regional public library system administrators, reviewed the staff's efforts and developed a set of recommendations for the Board of Library Commissioners to consider. At the Board's November meeting, some 201 applications were approved for funding. FY1987 funds were disbursed to libraries before December 1, 1986, some five months after the funds were appropriated.

Second State Competitive Grant Round

In anticipation of these grant funds becoming available again in FY1988, and to provide potential FY1988 grant recipients with more time to administer the funds if they were appropriated, the staff ran a second state competitive grant round during FY1987 for the as-yet-unappropriated FY1988 funds. The guidelines and procedures were essentially unchanged from the FY1987 round. Applications were mailed out in January and due back in February. Two hundred and eleven grant applications were received. SACL, again expanded to include the regional administrators, met in March to consider staff recommendations and to develop its recommendations for Board consideration.

At its April meeting, the Board approved 202 grants for funding contingent upon a FY1988 appropriation for this grant program.

During FY1987, therefore, staff received and reviewed a total of 424 State Competitive Grant applications! By contrast, in most fiscal years less than 40 grant applications (LSCA) are received and reviewed. In order to process this volume of material in the very short time periods allowed, and to develop the types of managerial reporting necessary for the

"During FY1987, staff received and reviewed a total of 424 State Competitive Grant applications!"

Statewide Advisory Council on Libraries and the Board of Library Commissioners, the library development unit had to create numerous computer programs and institute procedures which depended heavily upon microcomputers, including the staff's own equipment.

Revision of Automation Plan

The second program which required a substantial effort by the library development unit was the revision of the document entitled *Automated Resource Sharing in Massachusetts: A Plan*. Although the document was completed in 1983, advances in technology, changes in economics, and the adoption of automated technology by many Massachusetts librarians (which facilitated evolution of network components beyond the scope of the existing *Plan*) forced agency staff, members of the Network Advisory Committee and the library community to consider updating the document.

According to the 1983 *Plan*, the Network Advisory Committee (NAC) was to be responsible for maintaining the currency of the document. However, with the enormous agency resources required to administer the new state competitive grant rounds, the updating process fell behind schedule. Furthermore, NAC members found it difficult to develop a revised document through the committee structure put in place as part of the revision process. Therefore, at its January 1987 meeting, NAC members delegated to MBLC staff the responsibility for preparation of a first draft document.

The draft was to be based upon the needs indicated by NAC membership, on the series of town meeting forums held to discuss the *Plan*, and on the January, 1987 Delphi study which solicited input from libraries of all types. The target date for NAC review of this draft was set for July, 1987. Agency staff therefore researched and wrote the first draft between January and May. In early June, 1987 it was mailed to all NAC members for review and comment. Subsequent to the July meeting, a second draft will be developed by the NAC for broad distribution and discussion.

Workshops

Two workshops were conducted by the staff of the library development unit in December in connection with the federal grant program. The grant-writing workshops were held to assist Title I and III applicants in the proposal-writing stage and to make clear the priorities and the requirements for acceptable LSCA proposals.

A third workshop was offered in January to regional and sub-regional staffs who were assisting librarians in their regions to develop proposal ideas for the State Competitive Grant program.

Delphi Survey of Library Needs

During the development of the *Long Range Program* in FY1986, members of the various task groups identified a need to assess what a library perceived it needed to fulfill its mission and support its numerous roles. Task group members, through the development of an "Issues Agenda" which accompanied the *Long Range Program*, requested that the Board survey libraries in order to identify needs which could serve as another starting place for improving library service.

A modified Delphi approach was used to assess these needs. On the first survey, librarians were asked to identify five needs, not in priority order, of their local library. It was emphasized in the instrument that *library* needs, not *user* needs, were being sought. This resulted in the identification of 51 issues which were included in 39 statements.

These statements became the basis of the second survey which was sent only to those who responded to the first survey. After each of the 51 issues, participants were asked to rank their response from 1 to 10, with 10 being the highest priority. The results were seen as a measure of perception, that is, how librarians prioritized issues identified in the first survey.

The first survey was mailed in September 1986 to 891 public, academic and special libraries. Two hundred and fifty-four libraries responded. In December the second survey was sent out. Of the original 254 respondents, 211 participated in the second survey. The majority of the final surveys were completed by public librarians (62.6%).

Both special libraries and public libraries chose the statements "improve professional, non-professional and support staff salaries and benefits" as their most important need. Academic libraries chose

the statement "make an effort to establish and/or increase funding for automated resource-sharing" as their first priority. That was also fourth priority for public and special libraries. "Coordinate and increase legislative lobbying efforts on behalf of libraries" ranked second for the publics, seventh for the academics and sixth for the special libraries. In six other instances, two types of libraries concurred in placing the same statements among their top ten prioritized needs. These statements included improving librarians' salaries, increasing funding to offset telecommunications costs, developing a statewide union list of serials, increasing continuing education opportunities, linking the various automated circulation control systems, and expanding and improving document delivery to all libraries through use of the regional public library system.

The results of the survey will be considered in the development of the second edition of the state's Automated Resource Sharing Plan and in the ongoing evolution of the *Long Range Program*.

Metropolitan Library Development

Following up on their commitment to participate in the Public Library Association's *Public Library Development Program* (PLDP), several members of the Metropolitan Library Development Committee attended ALA Midwinter, where they previewed the final draft of the *Program*. To facilitate use of the planning document in Massachusetts libraries, the committee planned and scheduled three workshops to take place in the next fiscal year in the fall of 1987. After developing a workshop format, a subcommittee interviewed potential workshop facilitators at ALA Annual. To

further encourage the implementation of formal planning in larger libraries, the committee recommended the establishment of an "Options for Larger Libraries" category within the FY1989 State Competitive Grant round. Applicants within that category will be required to initiate the PLDP by the end of FY1988.

Literacy Program

The problem of illiteracy in the state took center stage again this year in the development of library services to unserved populations. The agency participated actively with other organizations and agencies in the effort to strengthen the Massachusetts Coalition for Adult Literacy (MCAL), a statewide literacy network seeking to raise awareness of the extent and effects of illiteracy in the state. The need for increased resources and services was emphasized. The MBLC's *Massachusetts Literacy Resources Directory* became the basis for MCAL's statewide toll-free information line to direct potential students and tutors to learning opportunities all over the Commonwealth.

The effort to combat illiteracy gained further support from the Governor's Interagency Policy Group on Literacy. This task force promoted greater interaction among other state agencies which are

funding basic literacy and English as a Second Language programs and has done an unprecedented job of fostering cooperation and coordination of services.

As an outgrowth of the FY86 teleconference on teaching adults to read using television, staff began work with American Cablesystems of Cambridge to produce two motivational/educational pilot videos targeting adults unable to read. Each contains a short instructional segment to teach some relevant vocabulary or reading skill. In addition, each attempts to make the point that reading is really an essential skill and that help is available. Field-testing of the programs will be conducted upon completion. There is great hope for success in reaching this population that is in need of service but unaware of the opportunities that exist for improving reading and writing skills.

This year an added emphasis for literacy projects has been the introduction of a writing component. This is seen as essential to the process of learning to read. The use of computers to assist in the development of reading and writing skills has also been supported.

Another important focus has been the examination of intergenerational literacy and the development of programs which will result in improved levels of literacy within families.



Gov. and Mrs. Dukakis at Framingham Public Library

Services to the Disabled

The fall of this fiscal year saw the opening of yet another Access Center federally funded through LSCA. The Boston Public Library formally opened its Access Center at the main library in October, making available a host of the library's rich resources to the blind and physically handicapped public.

A site access survey was conducted at the Walpole Public Library to examine building and program accessibility features and to make recommendations for improvement.

Following up on last year's special report to the Commissioner of Mental Health on the status of client libraries, a 17-member task force was established. It consisted of the BLC consultant and librarians and administrators from the Departments of Mental Health and Mental Retardation. The group met five times during the year in order to work out recommendations for library development in both of these departments.

One new client library opened this year. The site was the Massachusetts Treatment Center. This is a first time library for the Center. Its collection, a general one, serves a difficult population.

Although there were no funded proposals for Department of Public Health libraries this year, the BLC assisted public health librarians in a study of the benefits of adaptive technology, i.e., using non-print media equipment and adaptive computers for disabled in-patients in public health institutions.

The Regional Library for the Blind in Watertown was funded by a LSCA grant to complete its computerization of circulation and registration files. With the installation of special hardware and software, the automated system has expanded the library's capability to make library services available to more patrons. The amount of materials circulated can now be increased while the turnaround time will be decreased.

Early in the year, a survey was initiated — the *Massachusetts Survey of Library Resources for Disabled Persons*. The great majority of the state's public libraries responded. Some of the information gleaned tells us that 270 libraries have large print materials; nearly half have commercially recorded books on tape and over half have magnifiers. Many libraries have large print typewriters and some have low vision reading devices, such as the Visualtek or Optelec. A few libraries provide a useful service that simply enlarges print on a copy machine for easier reading.

Legally blind persons seem to have less access to their public libraries, however. Over half of the libraries reported they rarely, if ever, contact the Regional (or Subregional) Library for the Blind and Physically Handicapped for correct information, materials or equipment for blind patrons.

Deaf patrons fare somewhat better. About 179 libraries have high interest/low reading level materials which are helpful to deaf persons who find reading English as difficult as a foreign language. Over 50 libraries have captioned films or videos and 15 own telecaption decoders. Others have TTYs or TDDs at their reference desks for incoming calls from deaf patrons. A few libraries have a sign language interpreter on hand for their public programs; in fact, 23 libraries have on staff someone familiar with sign language. A few libraries have purchased special listening systems which permit the hard of hearing to become involved in meetings and program events. For further information on the survey results, see the December 1986 issue of *MBLC Notes*.

Services to Other Populations

Services to the limited-English-speaking focused on outreach to both Hispanic and Asian populations. These groups continue to demonstrate the greatest need in the state. Service to the diverse, multi-ethnic population of Massachusetts was highlighted in two statewide workshops this year, and ongoing technical assistance was given to libraries which had developed LSCA grants to serve special populations.

From the successful LSCA-funded JAILS project, it became evident that a large percentage of Hispanic inmates were in need of materials and programs. To that end, the Department of Correction wrote an LSCA grant which addressed the overall informational and recreational needs of Hispanic inmates. The BLC consultant worked with those libraries having the greatest concentration of Spanish-speaking people to begin a series of programs on Spanish culture and history.

Another project was developed in cooperation with the Framingham Public Library. A deposit collection for the women inmates of MCI-Framingham provided a wide variety of children's materials in both print and non-print formats for women to use with their visiting children. The public library offered three workshops at the prison on reading aloud and sharing books with children.

Non-Print Media Services

Non-Print Media staff conducted several workshops for various library groups around the state at their request. Selection, operation, troubleshooting, and maintenance of AV and/or video equipment was typically the subject. Several library staffs, too, have requested training in the operation and care of specific kinds of media equipment and materials, e.g., compact disc, audiocassette or videocassette. Presentations have been given at MLA and NELA conferences. Staff are active in the Media Section of NELA and have participated considerably in the planning and development of the yearly spring media conference as well as the three media programs at the association's annual conference. Slide-tape production, compact discs, and preventive maintenance were the topics on which staff made presentations. As in the past, the BLC has been represented on the state committee that develops the state AV contract. Such participation ensures that audiovisual equipment of the type that meets library needs will appear on the contract.



Rick Taplin

Special Projects

Humanities Programs

A second-year round of "Let's Talk About It" reading and discussion programs began in twelve Massachusetts libraries this year. Once again the BLC helped support this project with in-kind contributions of staff and office support. The project was funded by ALA/NEH and was officially sponsored by the Massachusetts Library Association. The thematic reading lists explored aspects of contemporary life and culture through a mix of popular and classic literature. Humanities scholars from many colleges and universities participated as guest lecturers in the series. Among the twelve libraries offering the programs this year were three prison libraries in state correctional facilities. This is the first time that such libraries have been included in a Massachusetts-based reading and discussion project.

The Big E

Massachusetts libraries were represented at the annual Eastern States Exposition ("Big E") in West Springfield for the first time this September. The Board of Library Commissioners sponsored an exhibit booth in the Massachusetts building along with various other state agency and association exhibitors. A statewide committee, coordinated and supported by BLC staff, worked long and hard to design and put together a booth that would promote libraries in a spirited and enthusiastic way, one appropriate to the fun-loving atmosphere of a state fair.

Regional and MLA support and the volunteer efforts of some 100 librarians, administrators, trustees and Friends, made it an outrageous success. Using a "wheel-of-fortune" game as a focal point and MLA's "Libraries Have Mass. Appeal" as the theme, the volunteer workers engaged fairgoers in conversation about libraries, invited them to take a spin of the wheel

and answer a skill-testing question. Prizes of all sorts, big and small, many of them donated by libraries and library vendors, were given to winners and also to losers. Reinforcing a positive image of the library as a place to seek and find answers to all kinds of questions was the goal of the exhibit. The pins, magnets, buttons, balloons, and T-shirts given as prizes all bore a library message. Response from the public was excellent, and volunteers were resoundingly in favor of a repeat performance next year.



Marcia Shannon

Trustee Handbook

In October, 1986 the revised edition of the *Massachusetts Library Trustees Handbook* was printed and distributed by the Board of Library Commissioners to every library in the Commonwealth. Each library director and trustee chairman received a copy. The remainder of the one thousand copies printed were sent out on a first-come, first-served basis until supplies were exhausted. The *Handbook* has proven to be a very useful tool for library directors and trustees. It covers such library administration and governance topics as the roles and responsibilities of trustees, planning and policy-making, and personnel issues.

Trustee Education

The *Handbook* paved the way for the trustee education programs which followed. Working with the Massachusetts Library Trustee Association (MLTA), the MBLC's trustee liaison helped design conference programs for trustees and gave several presentations to individual library boards as well. Programs focused on the planning and policy-making responsibilities of boards, the hiring and evaluation process, and other such administrative functions. An active telephone advisory service for trustees and library directors is also maintained.

Early in 1987 the Western Regional Library System, with the cooperation of the MLTA President and the other regional directors, submitted a proposal to the MBLC for the development of a statewide trustee education program. The purpose was to inform new trustees of their roles and responsibilities and to educate board members to assume a greater leadership role in their communities. The Board of Library Commissioners approved the project in the spring of 1987. It will be implemented in the coming fiscal year.

The response from trustees to all this increased activity on their behalf has been gratifying and membership in MLTA has been growing steadily. By June 1987, membership in the association had risen from 925 members in 1985 to 1,019.

Study on Salaries

The agency participated with MLA and MLTA in a Joint Committee on Salaries, working to bring salary issues to the attention of trustees as well as library directors. Salary success stories were sought from Massachusetts library directors, and an article was written for the *Bay State Newsletter* which outlined strategies for

success based on the responses from library directors. A salaries package was prepared and distributed to each library in the Commonwealth. It included a copy of the article and contained comparative salary statistics on a national and statewide basis as well as three outstanding letters of success from individual library directors.

Workshops for MLTA's annual conference and MLA's mid-winter session were held targeting both trustees and library directors. The purpose was to inform them of the problems surrounding poor salaries and to provide them with strategies for success. A pre-conference was held in May, 1987 at the MLA annual conference focusing on communication strategies for trustees.

Other work on behalf of the agency for the Joint Committee on Salaries included the establishment of a clearinghouse of information to aid libraries in developing wage and salary systems that are equitable.

Options Workbook

In the spring of 1987 agency staff joined Central and Western Regional staff members in preparing a workbook for small libraries to guide them through the *Options for Small Libraries* process. It had been determined that a clear, step-by-step planning process should be outlined, building on some of the concepts introduced in *Options* and also in the new Public Library Association's planning guide. Work is in progress and the target date for completion of the workbook has been set for the spring of 1988.

The Professional and Reference Library

The outstanding event for the agency's Professional and Reference Library during FY87 occurred in January when our circulation and technical services operations were automated through the services of the NOBLE Network. The benefits which resulted from our participation in NOBLE were immediately apparent. Our control of circulation activities improved significantly, our ability to acquire material on inter-library loan was expanded and, in general, services to the agency's staff and clientele became more efficient.

The Technical Services Librarian was actively involved in developing and implementing procedures for entering new records into the NOBLE computer database. Much work was also done with older material in the collection which needed to be added to the database. Agency staff also participated in the work of the Technical Services Committee of the NOBLE network. This committee develops standards and procedures for the maintenance of the computerized database of the network.

The day-to-day work of the Library continued at a brisk pace during this Fiscal Year. We responded to over 900 reference inquiries, handled 170 inter-library loan transactions, circulated 743 books, selected and cataloged 300 new books for the collection, and withdrew over 400 outdated volumes from the Library.

The vertical file collections for the Library were reorganized. Particular attention was devoted to developing a more accessible collection of State Library Agency documents and to organizing a variety of historical materials relating to the agency's activities.

Agency Publications

MBLC Notes

6 issues

Bi-monthly newsletter reviewing actions taken at meetings of the Board of Library Commissioners; includes timely announcements and articles of general interest to the Massachusetts library community.

Massachusetts Position Vacancies

12 issues

Monthly listing of professional library and information science positions available in the Commonwealth.

Data for Massachusetts: FY86 Selected Public Library Statistics

A statistical report prepared by the planning and research unit; enables rapid comparison of financial support and activity levels among Massachusetts public libraries.

Data for Massachusetts: FY86 Public Library Personnel Report

Compiled by the planning and research unit to report staffing levels, salaries, education levels and fringe benefit data of Massachusetts public library personnel as of 7/1/86.

Ninety-Sixth Annual Report of the Board of Library Commissioners

Board's Report to the Governor of the Commonwealth for Fiscal Year 1985.

Long Range Program 1987-1991 — Annual Supplement

Update of a five-year plan for library services in the Commonwealth.

LSCA Title I Special Projects Reports, 1983 and 1984

Descriptive report of LSCA Title I grant projects.

Massachusetts Library Trustees Handbook

A guide for trustees on library governance and the responsibilities of library boards. Prepared by BLC staff jointly with the Massachusetts Library Trustees Association.

Massachusetts Public Library Construction, Renovation and Remodeling Projects, 1971-1986.

March, 1987.

Architects Who Have Served Massachusetts Public Libraries

Listing of architects who have served Massachusetts Public Libraries in the past 15 years. May, 1987.

Committees

Representatives from all types of libraries and user groups served on various standing and *ad hoc* advisory committees established by the Board. They provided insight and assistance with matters concerning the improvement of library services in the state. Their efforts deserve recognition and appreciation.

Statewide Advisory Council on Libraries

<i>Members</i>	<i>Representing</i>
Sandra Souza, <i>Chairman</i> Massachusetts Department of Correction	Institution Libraries
Juan A. Aulestia, from 1/87 Oxfam-America, Inc.	Users
Lisa Dagdigian Harvard Public Library	Public Libraries
Tamson Ely Springfield Technical Community College	Academic Libraries
Judith Weinberg Foster Ingalls, Quinn & Johnson	Special Libraries
Brenda Gadson, to 12/86 Ashland	Disadvantaged Users
Gary Glenn Cambridge	Users
Bonnie Isman, to 12/86 Jones Library, Amherst	Public Libraries
Patricia Kirk Regional Library for the Blind and Physically Handicapped	Libraries Serving the Handicapped
Anne O'Brien Samuel S. Pollard Memorial Library, Lowell	Public Libraries
Thomas F. O'Connell, from 1/87 Dover	Users
Vivian Robb New Bedford High School	School Libraries
David Rosen Jamaica Plain	Users
Carl Sturgis, from 1/87 Richard Salter Storrs Library, Longmeadow	Public Libraries

Metropolitan Library Development Committee

Arthur Kissner, <i>chairman</i>	Fitchburg Public Library
James Fish, <i>vice-chairman</i>	Springfield City Library
Mary Heneghan, <i>vice-chairman</i>	Eastern Massachusetts Regional Library System
Michael Baron	Chicopee Public Library
Joseph Dionne	Lawrence Public Library
Robert Dugan	BLC Staff
Christine Kardokas	Worcester Public Library
Alice Mulready	Tufts Library, Weymouth
Anne O'Brien	Pollard Memorial Library, Lowell
Jane Ouderkirk	BLC Staff
Anne Reynolds	Wellesley Free Library
Virginia Tashjian	Newton Free Library
Warren Watson	Thomas Crane Public Library, Quincy
Ernest Webby	Brockton Public Library

Network Advisory Committee

Benjamin Hopkins, <i>Chairman</i>	Massachusetts Conference of Chief Librarians of Public Higher Education Institutions
John Adams	North of Boston Library Exchange
Bruce Baker	Western Mass. Regional Library System
Karin Begg	Association of College & Research Libraries/ New England Chapter
William Boyle	Southeastern Mass. Cooperating Libraries
Julie Brown	Boston University Libraries
Ann Chaney	Old Colony Library Network
	Statewide Advisory Council on Libraries
Constance Clancy	Western Mass. Regional Library System/ Automation Committee
Margo Crist	Central Mass. Regional Library System
Howard Curtis	Merrimack Valley Library Consortium
Francesca Denton	Merrimack Inter-Library Cooperative
Donald Dunn	Cooperating Libraries of Greater Springfield
Tamson Ely	Statewide Advisory Council on Libraries
Bernard Franckowiak	University of Lowell Libraries
William Gallup	Wellesley-Lexington Area Cooperating Libraries
Kathy Glick-Weil	Minuteman Library Network
Monica Grace	Massachusetts Library Association
Frank Gramenz	Boston Area Music Libraries
Mary A. Heneghan	Eastern Mass. Regional Library System
Steve Hunter	MEDLINK
Anne Johnsen	Northeast Consortium of Colleges & Universities in Massachusetts
Liam Kelly	Boston Public Library Cataloging Utility
Artemis Kirk	Fenway Library Consortium
Sylvia McDowell	MIT Libraries
Barbara McNamara	Boston Theological Institute
Greg Masterson	Cape & Islands Inter-Library Association
John Moak	Essex County Cooperating Libraries
Laima Mockus	NELINET, Inc.
Catherine Moore	Massachusetts Health Sciences Library Network
Donald Morton	Worcester Area Cooperating Libraries
Vincent Piccolo	Massachusetts Association for Educational Media
Maryellen Remmert	Eastern Mass. Regional Library System/ Automation Committee
Ann Schaffner	Boston Library Consortium
David Sheehan	C/W MARS
John D. J. Slinn	Boston College Libraries
Sharon St. Hilaire	Automated Bristol Library Exchange
Sondra Vandermark	Central Mass. Regional Library System/ Automation Committee
Marnie Warner	Trial Court Libraries
Ann Wolpert	Special Libraries Association

The Staff and Professional Affiliations

In addition to agency duties and often in conjunction with them, members of the staff have worked actively in a number of professional organizations at state, regional and national levels. Serving in FY86 as officers and/or members of committees were:

Brian Donoghue, Secretary, MLA Adult Services Roundtable; Co-Chairman, MLA Conference Committee; member, NOBLE Network Reference Group.

Robert Dugan, Member, Boston Computer Society; member, Financial Management Committee of LAMA (ALA).

Saundra Haley, Member, Program Committee of Massachusetts Black Librarians Network; member, Steering Committee, NOBLE Technical Services Group.

Louise Kanus, Member, NELA Media Section; member, MLA Public Relations Committee; BLC liaison to executive board of Massachusetts Association for Educational Media; reviewer for *School Library Journal*; Advisory Council for "Let's Talk About It"; Scholarship Committee Chairman, Massachusetts Library Aid Association.

Maureen Killoran, Member, MLA Legislative Committee.

Irene Levitt, MLA Exhibits Committee; member, ALA: Planning Committee of ASCLA/SLAS; Economic Status and Staff Welfare Committee of LAMA/PAS; Supervisory Skills committee of LAMA/PAS.

Mary Litterst, Member, Program Committee of the Special Library Association, Boston Chapter; member, Intellectual Freedom Committee of MLA.

Jane Ouderkirk, Member, Boston Computer Society; member, ALA: ASCLA, LAMA, LITA, and PLA; member, American Society for Information Science.

Sarah Person, Member, Massachusetts Health Sciences Library Network; member, Massachusetts Federation of Agencies Serving the Visually Handicapped, Information and Media Committee; liaison to the Board of Regional Library for the Blind and Physically Handicapped.

Roland Piggford, Member, Board of Directors of the Northeast Document Conservation Center; member, Council of State Library Agencies in the Northeast; member, Chief Officers of State Library Agencies.

Shelley Quezada, Member, ALA; Advisory Board, Collaborations for Literacy; reviewer for *Booklist* and *Hornbook*; Board of Governors, Massachusetts Coalition for Adult Literacy; member, Governor's Inter-Agency Policy Group on Adult Literacy; author of UCLA occasional paper "Bridging the Pacific Rim: The Selection and Acquisition of Latin American Children's Books." August, 1986.

Marcia Shannon, Member, MLA Personnel Issues Committee and Education Committee; BLC liaison to MLTA; member, ALA and American Library Trustees Association.

Richard Taplin, Member, State Audiovisual Contract Committee; Vice-Chairman, NELA Media Section

